

# SIGAR

**Special Inspector General for  
Afghanistan Reconstruction**

**SIGAR Audit 13-13**

Afghan Special Mission Wing: DOD Moving Forward  
with \$771.8 Million Purchase of Aircraft that the  
Afghans Cannot Operate and Maintain



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# SIGAR

## Special Inspector General for Afghanistan Reconstruction

### WHAT SIGAR REVIEWED

The U.S. Department of Defense (DOD) developed a “concept of operations” to address a need for air support for Afghan Special Forces that execute counternarcotics and counterterrorism missions in Afghanistan. In July 2012, the Afghan Special Mission Wing (SMW) was established to meet that need. The SMW has an existing fleet of 30 aging aircraft, 10 of which are on loan from the Afghan Air Force; DOD’s concept calls for 48 new aircraft costing a total of \$771.8 million.

This report identifies (1) the extent to which the SMW has the capacity to operate and maintain its current and planned fleet; and (2) the effectiveness of U.S. government oversight of two task orders valued at \$772 million to provide ongoing maintenance, logistics, and supply support to the SMW.

To accomplish these objectives, we obtained data and met with officials from DOD, the Department of State, Drug Enforcement Administration, the SMW, U.S. contractors, and the Counter-Narcotics Police of Afghanistan. We also reviewed the status of the SMW’s current aircraft, as well as contracts to purchase new aircraft. Furthermore, we reviewed two major U.S. task orders that provide maintenance and repair services to the SMW, with a total obligation of approximately \$772 million.

We conducted this work in Washington, D.C., Huntsville, Alabama, and other U.S. sites; and in Kabul and Kandahar, Afghanistan, from July 2012 to March 2013.

June 2013

**Afghan Special Mission Wing: DOD Moving Forward with \$771.8 Million Purchase of Aircraft that the Afghans Cannot Operate and Maintain**

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SIGAR AUDIT 13-13

### WHAT SIGAR FOUND

The Afghans lack the capacity—in both personnel numbers and expertise—to operate and maintain the existing and planned SMW fleets. For example, as of January 23, 2013, the SMW had just 180 personnel—less than one-quarter of the personnel needed to reach full strength. The NATO Training Mission-Afghanistan and DOD do not have a plan that identifies milestones and final dates for achieving full SMW personnel force strength to justify the approved fleet. Ongoing recruiting and training challenges have slowed SMW growth. These challenges include finding Afghan recruits who are literate and can pass the strict, 18- to 20-month U.S. vetting process, a process that attempts to eliminate candidates that have associations with criminal or insurgent activity. Further, the Afghan Ministry of Defense (MOD) and Ministry of Interior (MOI) have not come to agreement on the command and control structure of the SMW, which also adversely impacts SMW growth and capacity. In addition, DOD has not developed a plan for transferring maintenance and logistics management functions to the Afghans. Currently, DOD contractors perform 50 percent of the maintenance and repairs to the SMW’s current fleet of 30 Mi-17s and 70 percent of critical maintenance and logistics management, as well as procurement of spare



SMW flight crews prepare for a training mission in Kabul on October 30, 2012.

parts and material. Finally, we found that the SMW relies heavily on DOD to fulfill its counterterrorism responsibilities, a key part of its role. As of January 16, 2013, only 7 of the 47 pilots assigned to the SMW were fully mission qualified to fly with night vision goggles, a necessary skill for executing most counterterrorism missions.

Despite these problems, DOD has moved forward to purchase 48 new aircraft for the SMW. Specifically, in October 2012, DOD awarded a \$218 million contract to Sierra Nevada Corporation for 18 PC-12 fixed-wing aircraft, and on June 16, 2013, DOD awarded a \$553.8 million contract modification to Rosoboronexport for 30 Mi-17 helicopters.

In addition to the challenges related to SMW capacity to operate and maintain its current or planned fleet, we found that two key DOD task orders—task orders 20 and 32, which provide ongoing maintenance, logistics, and supply services to support the SMW—lack performance metrics, and DOD oversight has been inadequate. Only one measureable outcome was identified in one of the two task orders—a requirement that the contractor maintain the fleet at a mission-capable rate of at least 70 percent. SIGAR's review indicates that poor oversight by DOD's Non-Standard Rotary Wing Aircraft (NSRWA) Contracting Division resulted in the contractor failing to properly account for certain aircraft hours in depot maintenance and a misrepresentation of readiness. Further, task orders 20 and 32 do not have quality assurance surveillance plans, and DOD did not have necessary personnel in Kabul with the right authority and requisite experience to effectively oversee U.S. contractor performance.

## WHAT SIGAR RECOMMENDS

SIGAR recommends that the Under Secretary of Defense for Acquisition, Technology, and Logistics suspend all activity under the contracts awarded for the 48 new aircraft for the SMW until the memorandum of understanding between MOI and MOD is completed and signed. Provided the memorandum of understanding between the MOI and MOD is completed and signed, we recommend setting clear personnel and maintenance and logistics support milestones for the SMW and tie the acquisition and delivery of the new aircraft to successful completion of these milestones. SIGAR also recommends that NSRWA and the Commander of Deputy Commander Special Operations Force jointly develop a plan for transferring maintenance and logistics management to the Afghans and incorporate the performance metrics and milestones into a proposed statement of work for the new maintenance and logistics contracting action. Finally SIGAR recommends that the Commander of Army Contracting Command direct NSRWA Contracting Division to modify task orders 20 and 32 to incorporate performance metrics and appropriate quality assurance surveillance plans; ensure that the new contract/task order contains these metrics and plans; and deploy contracting officer representatives to Afghanistan with the appropriate level of authority and the requisite experience to effectively oversee contractor support for the SMW.

SIGAR received formal comments on a draft of this report from the Office of the Secretary of Defense (OSD), the North Atlantic Treaty Organization Training Mission-Afghanistan/Combined Security Transition Command-Afghanistan (NTM-A/CSTC-A), U.S. Army Materiel Command, and NSRWA. OSD and NTM-A/CSTC-A did not concur with SIGAR's recommendation to suspend plans to acquire new aircraft for the SMW. Both stated that contracting actions have already been awarded and that the International Security Assistance Force is engaging the Afghan government to formulate a charter that would accomplish the same purpose as the planned memorandum of understanding between the MOI and MOD. However, SIGAR maintains that moving forward with the acquisition of these aircraft is highly imprudent until an agreement between the ministries is reached. SIGAR also notes that, prior to awarding the contract for the 30 Mi-17s on June 16, 2013, DOD received a draft of this report containing a recommendation to suspend plans to purchase new aircraft for the SMW. OSD and NTM-A/CSTC-A concurred with the other six recommendations in the report. The U.S. Army Materiel Command responded to the three recommendations addressed to it and concurred with each. NSRWA, similarly, concurred with the two recommendations addressed to it.



SIGAR

Office of the Special Inspector General  
for Afghanistan Reconstruction

June 28, 2013

The Honorable Charles T. Hagel  
Secretary of Defense

This report discusses the results of SIGAR's audit of U.S. Support for the Afghan Special Mission Wing (SMW), an air wing supporting counternarcotics and counterterrorism missions in Afghanistan. On June 3, 2013, we provided a draft of this report to the Department of Defense (DOD). The draft report included seven recommendations to various DOD entities that would help protect planned DOD investments in the SMW by (1) suspending major aircraft acquisitions until the Afghan government takes necessary steps to build SMW capacity, (2) linking acquisition and delivery of aircraft to key development milestones, and (3) enhancing DOD oversight of critical functions. Despite our recommendations, the Department awarded a \$553,759,240 contract modification to Rosoboronexport, a Russian government agency, on June 16, 2013, for 30 Mi-17 helicopters, spare parts, test equipment, and engineering support services. We maintain that moving forward with the acquisition of these aircraft is imprudent. This final report includes seven recommendations to improve Afghan commitment and sustainability of the SMW and effective DOD contractor performance.

When preparing the final report, we considered comments on a draft of this report from the Office of the Secretary of Defense (OSD), the North Atlantic Treaty Organization Training Mission-Afghanistan/Combined Security Transition Command-Afghanistan (NTM-A/CSTC-A), U.S. Army Materiel Command, and the Non-Standard Rotary Wing Aircraft Project Office (NSRWA). In commenting on a draft of this report, OSD and NTM-A/CSTC-A concurred with six recommendations; the U.S. Army Materiel Command concurred with the three recommendations directed to it; and NSRWA concurred with the two recommendations directed to it. Comments from OSD, NTM-A/CSTC-A, and NSRWA are reproduced in appendices V and VI. We did not reproduce comments from the U.S. Army Materiel Command because the command labeled its comments as "For Official Use Only."

SIGAR conducted this audit under the authority of Public Law No. 110-181, as amended, and the Inspector General Act of 1978, as amended, and in accordance with generally accepted government auditing standards.

John F. Sopko  
Special Inspector General  
for Afghanistan Reconstruction

CC: The Honorable John Kerry, Secretary of State; The Honorable Eric H. Holder, Jr., Attorney General

## TABLE OF CONTENTS

Background.....	2
Lack of Personnel and Technical Capacity Put \$771.8 Million DOD Investment in SMW At Risk.....	5
DOD's Execution of Task Orders for Ongoing Maintenance and Logistics Support Failed to Hold Contractor Accountable for Its Performance .....	11
Conclusion.....	15
Recommendations .....	16
Agency Comments .....	16
Appendix I - Scope and Methodology .....	18
Appendix II - Status of Current Mi-17 Fleet .....	20
Appendix III - Organizations Supporting The Special Mission Wing .....	22
Appendix IV - Special Mission Wing Structure and Command and Control.....	24
Appendix V - Comments from the Office of the Secretary of Defense and the North Atlantic Treaty Organization Training Mission-Afghanistan/Combined Security Transition Command-Afghanistan and SIGAR's Response...	25
Appendix VI - Comments from the Non-Standard Rotary Wing Aircraft Project Office.....	31
Appendix VIII - Acknowledgments .....	32

## TABLES

Table 1 - Current and Planned Breakdown of SMW Afghan Manning by Job Type.....	6
Table 2 - SMW Operations Completed from May 1, 2012 through October 14, 2012 .....	10
Table I - Status of Special Mission Wing Mi-17 Aircraft, as of February 12, 2013.....	20
Table II - Organizations Currently Supporting the SMW.....	22

## FIGURES

Figure 1 - Planned Aircraft Locations and Breakdown for SMW .....	3
Figure 2 - Contractor Air Interdiction Unit (AIU)/Special Mission Wing (SMW) Fleet Data Versus Army Regulation (AR) 700-138 (in percent) .....	12
Figure I - Special Mission Wing Organization and Command Structure .....	24

## PHOTOS

Photo 1 - Mi-17s at Kabul International Airport.....	2
Photo 2 - SMW Warehouse in Kabul .....	5
Photo 3 - English Language Training .....	7
Photo 4 - Mi-17 Undergoing Maintenance .....	8

## TABLE OF CONTENTS

### ABBREVIATIONS

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ANA	Afghan National Army
COR	Contracting Officer Representative
CSTC-A	Combined Security Transition Command - Afghanistan
DCOM-SOF	Office of the Deputy Commanding General, Special Operations Forces
ETT	Embedded Training Team
ISAF	International Security Assistance Force
MOD	Ministry of Defense
MOI	Ministry of Interior
NATO	North Atlantic Treaty Organization
NSRWA	Non-Standard Rotary Wing Aircraft
NTM-A	NATO Training Mission - Afghanistan
SMW	Special Mission Wing



According to the United Nations Office on Drugs and Crime, about 90 percent of the world's opium comes from Afghan fields, and Afghanistan is a major producer of hashish, a drug produced from cannabis. Intelligence indicates that profits from the Afghan drug trade are being used to finance the Taliban and other insurgent groups operating in the region. In 2009, Afghan drug traffickers earned around \$2.2 billion, Afghan farmers earned about \$440 million, and Afghan Taliban earned around \$155 million from Afghanistan's narcotics trade.<sup>1</sup>

The Afghan National Army (ANA) Special Operations Forces' mission is to combat the narcotics trade and terrorism in Afghanistan. In December 2011, the North Atlantic Treaty Organization Training Mission–Afghanistan (NTM-A), under the International Security Assistance Force (ISAF), identified a need to provide air support to these Special Operations Forces. NTM-A developed a concept of operations for an Afghan air wing dedicated to special operations. Subsequently, the Afghan government commissioned its Special Mission Wing (SMW) in July 2012. Since then, the U.S. Department of Defense (DOD) has provided nearly \$122 million to support and mentor the SMW so that it becomes an independent and self-sustaining aviation unit capable of conducting professional counternarcotics and counterterrorism missions.<sup>2</sup> Additionally, to provide an enduring air capability to support these missions, DOD has awarded two contracts totaling approximately \$771.8 million to purchase new aircraft—18 fixed-wing aircraft and 30 rotary-winged aircraft—for the SMW. In addition to this \$772 million investment, there will be \$109 million per year required for oversight, maintenance, training, and logistics support that DOD intends to provide the SMW over the next several years.<sup>3</sup>

This audit assesses (1) the extent to which the SMW has the capacity to operate and maintain its current and planned fleet; and (2) the effectiveness of U.S. government oversight of two task orders valued at \$772 million to provide ongoing maintenance, logistics, and supply support to the SMW.

To accomplish these objectives, we obtained data and met with officials from DOD, the U.S. Department of State, the U.S. Drug Enforcement Administration, U.S. contractors, the Afghan SMW, and the Afghan Counter-Narcotics Police. SIGAR also reviewed the history and status of all aircraft currently committed to the SMW, as well as a contract to purchase new fixed-wing aircraft and plans to purchase new rotary-winged aircraft. Further, SIGAR analyzed two major U.S. task orders that provide ongoing maintenance and supply services to the SMW, with a total obligation of approximately \$121.9 million since the SMW's commissioning in July 2012.<sup>4</sup> SIGAR conducted work from July 2012 to March 2013 in Washington, D.C., Huntsville, Alabama, and other U.S. sites, and at sites in Kabul and Kandahar, Afghanistan, in accordance with generally accepted government auditing standards. A discussion of the scope and methodology is in appendix I.

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<sup>1</sup>United Nations Office on Drugs and Crime, *The Global Afghan Opium Trade – A Threat Assessment*, July 2011. Afghan drug trade figures after 2009 are not yet available.

<sup>2</sup>Funding to support the SMW comprises DOD counternarcotics funds and Afghanistan Security Forces Funds.

<sup>3</sup>U.S. program managers for the SMW estimate sustainment costs (including maintenance, mentoring, training, and parts) for the existing fleet of rotary-wing aircraft at \$109 million per year; however, costs to maintain a new fleet of rotary-wing aircraft (as planned) might be less since new aircraft would cost less to maintain than the current aging fleet. There would also be an additional unknown cost to maintain the new fixed-wing aircraft.

<sup>4</sup>These amounts may not include all obligations to support the SMW under these task orders because some of the funds obligated prior to July 2012 – when the contractor supported the Afghan Air Interdiction Unit – may have been spent to support the SMW's initial mobilization costs. Obligations during the full performance period of the task orders (as of April 1, 2013, and including the Ministry of Defense support) totaled approximately \$772 million.



## BACKGROUND

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At a December 2011 Special Operations Summit, ISAF senior leadership identified the development of air support capacity as a priority for improving Afghan military capabilities for counterterrorism and other special operations missions. To respond to this need, NTM-A sponsored a RAND study to assess requirements and provide recommendations.<sup>5</sup> The study's recommendations discussed different scenarios for the planned size—in terms of both personnel and aircraft—of air support, the command structure, and scope of operations.

NTM-A determined that the Afghan Ministry of Interior's (MOI) existing Air Interdiction Unit,<sup>6</sup> a counternarcotics-focused unit, would provide the best foundation to develop an Afghan counterterrorism and special operations aviation capability, while maintaining critical counternarcotics efforts. On May 12, 2012, NTM-A issued a military order identifying its concept for the establishment of the SMW.<sup>7</sup> On July 18, 2012, the ANA commissioned the SMW, which replaced the Air Interdiction Unit.

### NTM-A's Concept for the SMW Calls for 48 New Aircraft and 806 Personnel

Based on RAND's study, NTM-A developed a "concept of operations" that defined the SMW mission and organizational structure and established aircraft and personnel requirements. NTM-A intended the SMW to conduct aviation operations in direct support of the MOI and Ministry of Defense (MOD) counternarcotics, counterterrorism, and special operations forces across Afghanistan. NTM-A recommended that the ANA Special Operations Command have operational control over the SMW, but the MOI and MOD would initially share administrative control, including management of personnel and mission development (see appendix III for SMW structure and command and control). NTM-A favored a full transition of the SMW to MOD administrative control, pending the approval of each ministry.

To reach full operational capacity, the NTM-A concept calls for 806 Afghan personnel, including pilots, flight engineers, mechanics, and security staff to support the SMW. The concept also calls for the SMW to have 30 rotary-wing and 18 fixed-wing aircraft organized into four squadrons: two based in Kabul, one in Kandahar, and one in Balkh province. Each squadron is designed to include seven Mi-17s (the selected rotary-wing aircraft)<sup>8</sup>

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**Photo 1 - Mi-17s at Kabul International Airport**



Source: SIGAR site visit, October 23, 2012

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<sup>5</sup>RAND Corporation, *Afghan National Army Special Operations Forces: An Assessment of Aviation Requirements*, December 2011. RAND Corporation is a nonprofit institution that helps improve policy and decision making through research and analysis. Its research is commissioned by global clientele including government agencies, foundations, and private-sector firms.

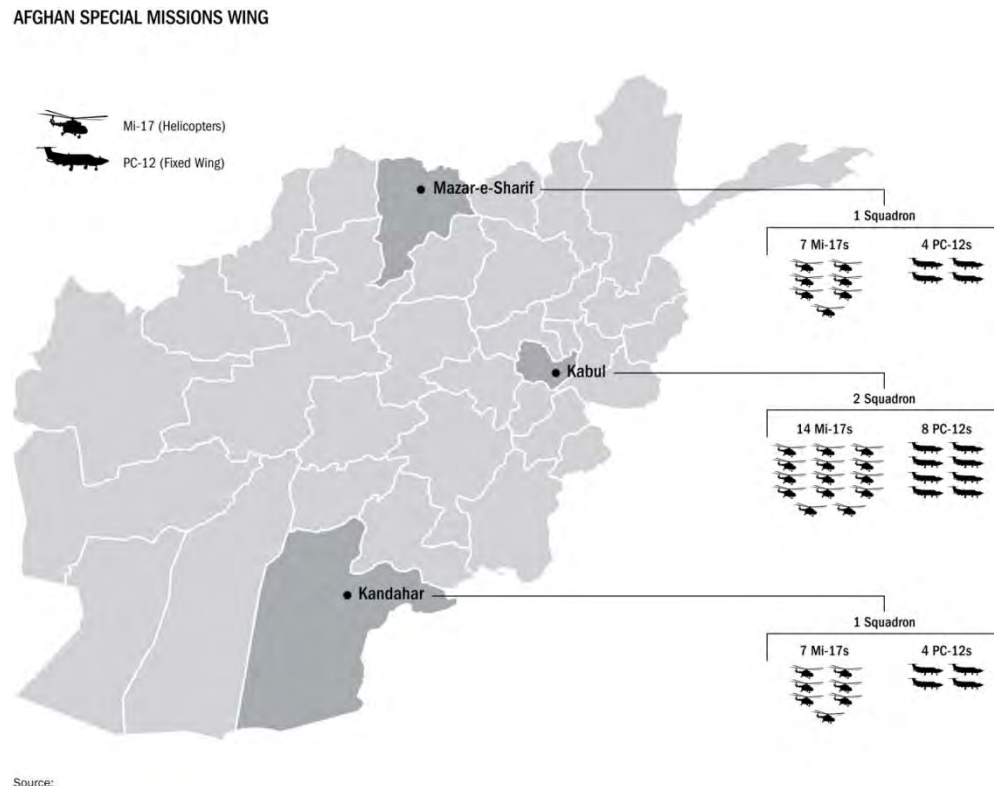
<sup>6</sup>In mid-2006 the U.S. government funded the establishment of the Afghan Air Interdiction Unit to support counternarcotics law enforcement operations in Afghanistan. The unit provided general helicopter support to the police. Mentored by the U.S. Army and United Kingdom Royal Air Force, the unit also executed counternarcotics operations with partnered special operations forces.

<sup>7</sup>Established under fragmentary order 12-391.

<sup>8</sup>In 2005, the U.S. Central Command determined that the Russian-built Mi-17 was the best available platform to rebuild Afghan rotary-wing capabilities. The Afghans had 30 years of experience with Mi-17s, and the U.S. had 6 Mi-17s in its

and four PC-12s (the selected fixed-wing aircraft).<sup>9</sup> (See photo 1 of Mi-17s at Kabul International Airport.) In addition, the MOI would have a detachment of two Mi-17s and two PC-12s for missions that support the rest of the MOI, including casualty evacuation support. (See figure 1 for planned location and breakdown of aircraft.) The original NTM-A concept called for the two Kabul-based squadrons to be in place by the end of 2012, the Kandahar squadron by the end of 2013, and the Balkh squadron by the end of 2014.

**Figure 1 - Planned Aircraft Locations and Breakdown for SMW**



Source: SIGAR graphic of NTM-A concept of operations

Once delivered, the new Mi-17s will replace the SMW's existing fleet of 30 aging aircraft. The SMW currently has 30 Mi-17s at its disposal, with 20 older aircraft obtained from: the United States (13), United Kingdom (5), and Germany (2). It also has 10 aircraft on loan from the Afghan Air Force. However, because of the maintenance needs of the aging aircraft, only about half of the fleet is mission ready at any given time, most of which are the aircraft from the Afghan Air Force.<sup>10</sup> (For a complete description of the status of the Mi-17 fleet, including origin and age, see appendix II.)

inventory. In addition, 19 more Mi-17s had been donated to the Afghan government from other sources. The Mi-17s were considered inexpensive, easy to fly and maintain, and available for purchase.

<sup>9</sup>A former Assistant Commanding General Special Operations Forces Mobility Commander who was involved in early SMW planning recommended the PC-12 to be the SMW's fixed-wing asset because it has more horsepower and is roomier than the alternatives. Further, the PC-12 has a pressurized cabin, which allows it to fly at a higher altitude and is quieter, which facilitates training.

<sup>10</sup>Analysis of the older aircraft shows 19 of the 20 are more than 18 years old, while 10 are at least 25 years old. The average mechanical Mi-17 lifespan is 35 years, with a service life extension performed after 25 years to add additional years (based on the condition of the airframe). As of October 15, 2012, 9 of the Mi-17s were in depot maintenance outside of Afghanistan. The remaining fleet is stationed at the Kabul International Airport.

The SMW's current fleet does not have any fixed-wing aircraft. However, on October 13, 2012, the U.S. Air Force Life Cycle Management Center awarded a \$218 million contract<sup>11</sup> to Sierra Nevada Corporation to purchase 18 new PC-12s.

On June 16, 2013, DOD awarded a \$553.8 million contract modification to Rosoboronexport—the sole Russian government agency selling Russian-made defense items and military hardware—for 30 Mi-17 rotary-wing aircraft. DOD had delayed this contract action because of political considerations associated with U.S. transactions with this vendor. Specifically, under the fiscal year 2013 National Defense Authorization Act, Congress prohibited contracting with Rosoboronexport. However, by using fiscal year 2012 funds for the award, DOD concluded that it was legally able to proceed with this purchase.

Multiple organizations support the development of the SMW. For example, the Deputy Assistant Secretary of Defense for Counternarcotics and Global Threats in Washington, D.C., provides U.S. counternarcotics funding for the SMW. The Non-Standard Rotary Wing Aircraft (NSRWA) Program Management Office in Huntsville, Alabama, provides program management and contract management services for DOD's support of the SMW. In Afghanistan, the Office of the Deputy Commanding General, Special Operations Forces' (DCOM-SOF) Embedded Training Team (ETT) supervises training of SMW Afghan pilots, flight engineers, and mechanics. (For a complete list of organizations supporting the SMW and their roles, see appendix III.)

## **DOD Obligated Nearly \$122 Million on Two Key Task Orders to Provide Ongoing Maintenance and Logistics Support to the SMW**

DOD has awarded multiple contracts and task orders to support and develop the SMW. The Federal Acquisition Regulation states that performance-based acquisition is the preferred method for acquiring services. Agency officials are responsible for accurately describing the need to be filled, or problem to be resolved, through contracting to ensure full understanding and responsive performance by contractors. For service contracts, program officials should describe the need to be filled using performance-based acquisition methods.<sup>12</sup> U.S. Army Space & Missile Defense Command wrote task orders 20 and 32, currently valued at nearly \$772 million, as level-of-effort type task orders, providing extensive listings of contractor duties.<sup>13</sup>

Our audit focuses on these two large task orders that provide ongoing aircraft maintenance and logistical support services.<sup>14</sup> Specifically, the U.S. Army Space & Missile Defense Command awarded:

- Task order 20<sup>15</sup> on September 26, 2008, to Northrop Grumman to provide maintenance and logistics support services for Afghan MOI and MOD air assets, as well as training for Afghan pilots, flight engineers, and mechanics.<sup>16</sup> As of April 4, 2013, the amount obligated was approximately \$364.6 million, with approximately \$50.7 million supporting the SMW since its inception in July 2012.

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<sup>11</sup> Contract FA8620-13-C-4007.

<sup>12</sup>Federal Acquisition Regulation section 37.102 (a) and (e).

<sup>13</sup>DOD obligated \$365 million on task order 20 and \$407 million on task order 32. These amounts reflect obligations to provide services for the Afghan MOD as well as the SMW, as of May 6, 2013.

<sup>14</sup>U.S. Army Space and Missile Defense Command awarded the task orders. To achieve demonstrable “synergies, efficiencies, and benefits”, the task orders were realigned under Army Contracting Command – Redstone in October 2011. Currently, NSRWA Contracting Division under Army Contracting Command – Redstone manages the task orders.

<sup>15</sup>Contract W9113M-07-D-0007, task order 20, is a firm fixed-price level of effort task order with cost-plus-fixed-fee contracting line items for cost reimbursable travel, Defense Base Act insurance, materiel, and other direct costs.

<sup>16</sup>Part of the task order covers the SMW and part covers other MOD assets including the Afghan Air Force.

- Task order 32<sup>17</sup> on September 30, 2009, to Lockheed Martin Integrated Systems, Inc. for procurement of materiel and spare parts in support of MOI and MOD air maintenance and repair options. As of February 21, 2013, the total obligated amount on task order 32 was approximately \$407.1 million, with approximately \$71.2 million supporting the SMW since its inception.

Coordination between the two contractors is necessary to maintain efficiency since one contractor maintains the aircraft and identifies parts requirements, and the other contractor actually orders the parts. Contractors perform their maintenance and logistics functions at the Kabul International Airport and store spare parts and supplies at a warehouse there (see photo 2). Task orders 20 and 32 each provide services for both the MOI and the MOD; however, each task order lists the services for each ministry separately and the contractors have separate teams supporting each ministry. Services to support the SMW fall under the MOI task order line items.

## LACK OF PERSONNEL AND TECHNICAL CAPACITY PUT \$771.8 MILLION DOD INVESTMENT IN SMW AT RISK

The SMW lacks the capacity—both in personnel numbers and expertise—to operate and maintain its current and planned fleets, and NTM-A and DOD do not have personnel or performance milestones requiring the SMW to develop the necessary capacity before DOD acquires and delivers the full complement of aircraft for the SMW at a cost of \$771.8 million for 30 new Mi-17s and 18 PC-12s.<sup>18</sup> The NTM-A concept of operations calls for an SMW comprising 806 personnel at full strength, and DOD officials call for the SMW to have full operational capability by July 2015. However, as of January 23, 2013, the ETT Commander confirmed that the SMW had just 180 personnel—less than one-quarter of the personnel necessary to meet full operational capacity. Moreover, although the original NTM-A concept called for the two Kabul-based squadrons to be in place by the end of 2012, NTM-A later shifted the date calling for the two squadrons to be in place by mid-2013. However, neither squadron had been fully established as of May 15, 2013. Because of the shortages in personnel and capacity, U.S. military personnel and DOD contractors currently join Afghans when the ETT assembles flight crews for SMW operational missions.

**Photo 2 - SMW Warehouse in Kabul**



Source: SIGAR site visit. SMW warehouse in Kabul, on October 23, 2012

<sup>17</sup>Contract W9113M-07-D-0006, task order 32, is a firm fixed-price level-of-effort task order with cost-plus-fixed-fee line items for travel (no fee), DBA insurance (no fee), labor, materiel, and other direct costs.

<sup>18</sup>The SMW intends to return the 10 younger Mi-17s to the Afghan Air Force if the U.S. procures new Mi-17s. In addition, if the procurement is completed, the U.S. has no plans to continue the overhaul of the other 20 aging Mi-17s.

The NTM-A concept and documentation of the DOD purchase approval do not identify timelines, milestones, or position staffing levels that the SMW should meet to achieve the full staffing levels required to operate and maintain the new aircraft.<sup>19</sup> However, the ETT Commander stated that the staffing level of job types for the planned force of 806 would likely parallel the staffing level for the current force, i.e. the same ratios as the current force. Table 1 shows the breakdown of the SMW force at its current size and its planned size, based on the ratios of the existing force.

**Table 1 - Current and Planned Breakdown of SMW Afghan Manning by Job Type**

Job Type	Current Number of Staffing Positions <sup>a</sup>	Planned Full Force (Date Undetermined)
Pilot	42	188
Crew Chief/Flight Engineer	32	143
Mechanic	86	385
Security	20	90
Total	180	806

Source: SIGAR analysis of NTM-A and ETT data and interviews.

<sup>a</sup>Positions current as of January 23, 2013.

Despite the SMW's ongoing personnel shortages and lack of capacity, and despite no clear DOD plan to transfer critical functions to the SMW, DOD plans to proceed with the \$771.8 million purchase of 30 Mi-17s and 18 PC-12s under its contracts with Rosoboronexport and Sierra Nevada Corporation, respectively. While the aircraft requirements identified by NTM-A are clear, making such a sizeable purchase without clearly linking delivery to SMW development could result in wasted funds, more aircraft than the SMW can operate or maintain, and a requirement for DOD to support the wing—at a cost of more than \$100 million per year—for years to come.<sup>20</sup>

## The SMW Faces Significant Recruiting and Training Challenges

SMW recruiting and training efforts are ongoing to address these shortfalls in SMW personnel, but there are significant recruiting and training challenges. According to DOD and Drug Enforcement Administration officials, these challenges include finding Afghan recruits who are literate and can pass the strict, 18 to 20-month U.S. vetting process—a process that attempts to eliminate candidates that have associations with criminal or insurgent activity. The ETT Commander explained that the Afghans identify recruits, the ETT executes its vetting process, and the Afghan SMW Commander makes the final decision about which recruits to approve. According to SMW leadership, the unit prefers recruits who are at least literate in their own language (recruits must also be trained in English—photo 3 shows SMW mechanics attending an English training). However, based on this stipulation, even the initial recruiting pool is limited because the Afghan populace is largely

<sup>19</sup>A former DCOM SOF official who played a major role in developing the concept of operations stated NTM-A's concept was to pursue the aircraft first and then recruit and train the personnel necessary for operation.

<sup>20</sup>The \$100 million cost for operations and maintenance refers just to expenses associated with the full complement of 30 Mi-17s and does not include costs for operating and maintaining the PC-12 fixed-wing aircraft that will also support the SMW.



illiterate with only 26 percent of the adult population having basic literacy.<sup>21</sup> U.S. officials also stated that many potential recruits are disqualified from service due to prior or ongoing relationships with criminal elements.

Additionally, according to training officials, the flow of Afghan trainees from initial rotary-wing training at Ft. Rucker, Alabama, to the Mi-17-specific training in the Czech Republic has been slow and uneven, ranging from a low of two up to eight trainees at a time.<sup>22</sup> The Mi-17 Product Director at NSRWA stated that the transition of Afghan pilots and flight engineers from the Fort Rucker training to Mi-17 training in the Czech Republic has been slow due to the lack of a steady stream of DOD funding for training, failed background checks on the part of pilots and flight engineers, and the Czech government's requirement that each Afghan class participant have an end-user certificate signed by Afghan ministers.<sup>23</sup>

According to the SMW Deputy Commander, compensation, especially for mechanic trainees, is also a factor contributing to low levels of recruitment because Afghan personnel with a basic command of English are in high demand and can earn higher pay elsewhere. The Deputy Commander further stated the compensation levels for all positions are not commensurate with the rare literacy and education skills that the SMW requires from recruits. The recruiting challenge is particularly acute for mechanics, who do not receive incentive bonuses that pilots and flight engineers receive for attending training.

Ongoing tensions between the MOI and MOD over administrative control of the SMW also impacts recruitment. The NTM-A concept calls for the transfer of SMW from joint MOI/MOD to strictly MOD command and control. The ETT Commander pushed the Afghan government to make the transition by January 2013—although it did not happen—because he believes the transition will allow the SMW to leverage the recruiting efforts and resources of the Afghan Air Force. The Afghan government has generated a draft memorandum of understanding between MOI and MOD to transfer the command authority of the SMW to the MOD.<sup>24</sup> The

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### Photo 3 - English Language Training



Source: SIGAR site visit. A U.S. contractor teaches English to Afghan mechanics in Kabul, October 23, 2012.

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<sup>21</sup>United Nations Office of Drugs and Crime, *National Risk and Vulnerability Assessment 2007/8: A profile of Afghanistan*. October 2009.

<sup>22</sup>Once pilots and flight engineers are vetted and achieve the required English competency, they enroll in Initial Entry Rotary Wing training at Fort Rucker, Alabama. This course involves primary aircraft training, followed by instrument training and basic war fighting skills. The entire course lasts about 22 weeks. After passing this initial training course, pilots must complete advanced Mi-17-specific training in the Czech Republic. Mi-17-specific training is expected to transfer to Fort Rucker, with training in the Czech Republic intended as a bridge until Fort Rucker is ready to take over that part of the training.

<sup>23</sup>The Czech Republic requires an end-user certificate for all trainees to ensure the appropriate use of the knowledge, skills, and abilities transferred to the students as a result of the training. Typically, end-user certificates are used in international arms transfers to certify that the buyer is the final recipient of the materials and is not planning to transfer the materials to another party.

<sup>24</sup>The ETT Commander stated this commitment to support MOI police missions is critical to gaining MOI endorsement of the plan. The draft memorandum describes SMW missions and states that under the agreement MOD would agree to apportion approximately one in every four missions to MOI element support based on intelligence and target development. MOD would further agree to support MOI requested missions with a minimum of four SMW Mi-17 helicopters and two PC-12s.

memorandum states that, effective upon publication, the ministries agree the SMW will fall under the command authority of the MOD and be assigned to the ANA Special Operations Command.<sup>25</sup> Nevertheless, the memorandum is still in draft form and remains unsigned by the ministries due largely to MOI resistance to surrendering authority over the SMW.

Further, according to the ETT Commander, the MOD is unwilling to allow SMW recruitment from its ranks without assurances that the pilots, once trained, will remain under its control. The ETT Commander stated that he expects recruitment to improve when the two ministries agree on the planned memorandum of understanding that completes the SMW's transition to the MOD.<sup>26</sup> The ETT Commander also stated many new recruits will come from the Afghan Air Force and he stated 15 fixed-wing pilots will be absorbed by the SMW from the MOD when the memorandum of understanding is complete.

In addition to the recruitment challenges, in the task order 20 November and December 2012 monthly progress reports, the contractor reported the following issues were negatively impacting training:

- Maintenance challenges caused a 31 percent decrease in available Northrop Grumman training hours.
- Northrop Grumman lost training flights due to SMW crew members not showing up for scheduled training.
- The SMW's flight simulator in Kabul has been inoperable since September 2012 due to lack of needed repairs and an expired warranty.

## The SMW Relies Heavily on DOD for Maintenance and Logistics Support

Compounding the challenges faced in recruiting and training personnel, the SMW may not be able to perform maintenance and logistics support function on its own without continued assistance from DOD. According to the responsible contractors, they perform 50 percent of the maintenance and repairs to the SMW's current fleet of Mi-17s, with SMW Afghan mechanics performing the rest under the contractor's mentorship at a hangar at Kabul International Airport (see photo 4). The contractors also stated that they perform 70 percent of logistics and maintenance management,<sup>27</sup> as well as procurement of spare parts and materiel (under task order 32).<sup>28</sup> U.S. military, U.S.

**Photo 4 - Mi-17 Undergoing Maintenance**



Source: SIGAR site visit to SMW hangar in Kabul on October 23, 2012

<sup>25</sup>The memorandum also discusses command authorities for mission prioritization, allocation of SMW resources, and conflict resolution, and identifies continued support that would be provided to the MOI.

<sup>26</sup>The ETT referred to the memorandum of understanding as a "cipher."

<sup>27</sup>Maintenance under task order 20 includes managing schedules for routine aircraft maintenance and maintaining aircraft air worthiness certificates by tracking and recording repairs and maintenance for each aircraft. Task order 20 also requires logistics support which comprises warehouse management and inventory control. Task order 20 requires the contractor to provide training to Afghan maintainers, but is not specific regarding training or assistance to Afghans in establishing a maintenance management system.

<sup>28</sup>Task order 32 requires repair of repairable parts services and procurement services but does not contain provisions for training Afghans. There is no training requirement under task order 32.



Drug Enforcement Administration, and contractor personnel all acknowledge that this type of support is essential for the sustainment of the SMW beyond the U.S. military drawdown scheduled for 2014. However, the ETT Commander and U.S. government contractors acknowledge that the Afghan government will not be able to independently perform maintenance and logistics support functions for at least 10 years.

While the NTM-A concept for the SMW discusses aircraft and staffing in general terms, it does not contain any discussion of logistics and maintenance support. Furthermore, DOD does not have a formal plan for transferring this critical support responsibility to Afghan control. Consequently, neither task order 20 nor task order 32 identifies how or when the contractor should begin transitioning management responsibilities to the SMW or specify associated training and performance measures.

Senior Northrop Grumman officials in Afghanistan stated that the SMW does not provide enough Afghans with sufficient education to perform these logistic and maintenance support functions. As a result, they have elected to directly hire some local Afghans with stronger skills than the skills demonstrated by the Afghans provided by the SMW. Northrop Grumman is training these new hires on maintenance management, in hopes of building the early stages of an Afghan civilian service to support the Afghan military. The officials stated that training direct local hires is better than training the Afghans serving in the SMW because the direct hires are accountable to the contractor. Northrop Grumman is taking this approach on its own; the task order 20 performance work statement has no such requirement.

## **The SMW Is Largely Incapable of Fulfilling Its Counterterrorism Responsibilities**

The SMW lacks the capacity to conduct counterterrorism missions—part of its stated role. Key stakeholders—including U.S. Drug Enforcement Administration officials, who sometimes fly with the SMW—were pleased with the SMW’s responsiveness to counternarcotics mission requests and stated that the SMW successfully executes its traditional, counternarcotics mission, even at times independent of U.S. and allied forces. However, the SMW has conducted very few “pure” counterterrorism missions,<sup>29</sup> in part because counterterrorism missions are primarily flown at night, requiring pilots certified to fly using night vision goggles. As of January 16, 2013, only 7 of the 47 pilots assigned to the SMW were fully mission qualified to fly with night vision goggles. From SMW conception in May 2012 to our in-theater field work in October 2012, the SMW conducted 25 operations, only one of which was a pure counterterrorism mission.<sup>30</sup> (See table 2 for a category breakout of these missions.)

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<sup>29</sup>According to the ETT Commander, a “pure” counterterrorism mission is a counterterrorism mission that has no nexus to a counternarcotics mission. As Afghan pilots gain experience in night flying, the SMW expects to fly more counterterrorism missions.

<sup>30</sup>In January 2013, the ETT Commander stated that the current operations tempo is 80 percent counternarcotics missions and 20 percent counterterrorism missions.

**Table 2 - SMW Operations Completed from May 1, 2012, through October 14, 2012**

Type of Mission	Number of Missions
Counternarcotics Nexus <sup>a</sup>	14
Counterterrorism	1
MOI Support <sup>b</sup>	10
<b>Total Operations</b>	<b>25</b>
Day	22
Night	3

Source: SIGAR Analysis of Office of the Deputy Commanding General Special Operations Forces data, 10/14/12

Notes:

<sup>a</sup>According to the ETT Commander, missions can support both counternarcotics and counterterrorism at the same time. Counternarcotics Nexus indicates missions that have at least some connection to the counternarcotics mission, as opposed to a “pure” counterterrorism mission.

<sup>b</sup>MOI Support missions refer to missions in support of the rest of MOI that are of general support nature, including human remains transfer, casualty evacuation support, and missions the Minister directs for immediate launch.

According to the ETT Commander, until the MOI and MOD sign the memorandum of understanding, MOI personnel assigned to the SMW cannot conduct counterterrorism missions because their life insurance coverage, which was provided through the MOI, does not cover deaths resulting from these types of missions. The transition of command and control to the MOD would mean that the MOI personnel would become MOD personnel and covered by MOD life insurance when conducting counterterrorism missions. The ETT Commander also stated that 15 MOD fixed-wing pilots will be absorbed into the SMW after the memorandum is complete.

Another potential impediment to the SMW’s successful completion of its newly expanded counterterrorism mission is the size of the ETT. Because of restrictions on contractors as warfighters—codified in the Geneva Conventions—contractors are prohibited from participating in pure counterterrorism missions. As a result, the SMW largely relies on the ETT to support the counterterrorism missions that it cannot independently execute. However, as of May 2013, the ETT had filled only 10 of its 14 positions and was facing challenges increasing its size beyond the 14 authorized positions. In September 2012—to coincide with the SMW’s planned growth in end strength from 180 to 806—DCOM-SOF requested a total of 23 ETT positions. As a result of a shrinking international footprint throughout Afghanistan, however, NTM-A instructed DCOM-SOF to lower its request. Nevertheless, the DCOM-SOF Commanding Officer believes the additional trainers are required and told us that he would again request additional ETT personnel following the planned U.S. military reorganizations in 2013-2014.

## DOD'S EXECUTION OF TASK ORDERS FOR ONGOING MAINTENANCE AND LOGISTICS SUPPORT FAILED TO HOLD CONTRACTOR ACCOUNTABLE FOR ITS PERFORMANCE

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In addition to our review of SMW capacity to operate and maintain its current and planned fleet, we reviewed DOD oversight of ongoing maintenance, logistics, and supply services under two major DOD task orders that support the SMW. In general, we found that an absence of measurable outcomes, as well as poor contract oversight and quality assurance practices, limited DOD's ability to assess whether the contracts were achieving their intended purposes and presented opportunities for the contractor to underperform. We also found that these two task orders are set to expire soon and that NSRWA has not yet issued or taken meaningful action to issue a new contract. As a result, there is concern that ongoing operations and/or support may be interrupted.

### DOD Task Orders Lack Performance Metrics

We only identified one measureable outcome in one of the two task orders—a requirement under section 7.2.2 of task order 20 for the contractor to maintain assigned aircraft in theater at a fully mission capable rate at or above 70 percent.<sup>31</sup> However, the task order does not set any consequences for failing to meet that rate.

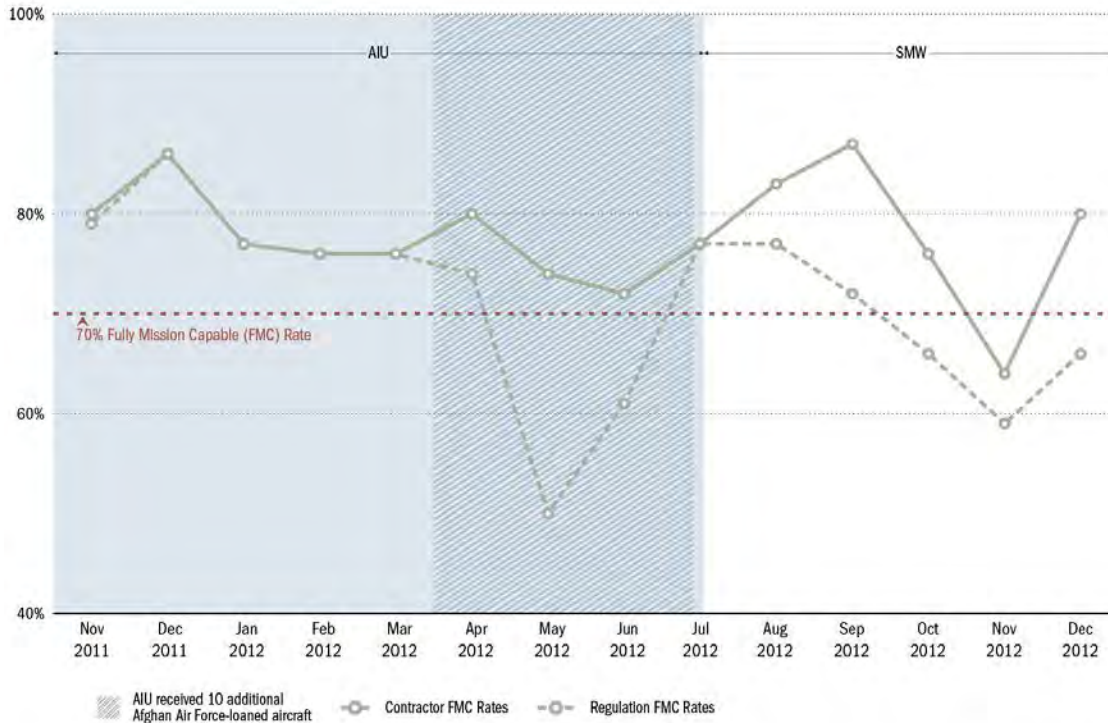
Specifically, we found that Northrop Grumman failed to properly account for certain aircraft hours in depot maintenance, resulting in a misrepresentation of readiness. When calculating the total hours that aircraft are on hand for the reporting period, Northrop Grumman is required to include hours that aircraft are in depot maintenance, unless the aircraft has been transferred to another facility. Starting with the SMW's inception in July 2012, Northrop Grumman failed to calculate the correct hours, resulting in over-reporting the fully mission capable rate for every monthly period.<sup>32</sup> This miscalculation meant the contractor did not actually achieve the prescribed 70 percent fully mission capable rate for 3 of the 5 months for which reporting was available. (See figure 2 for details on the differences between the reported rates and the actual rates.) Further, task order 20 requires the reporting format outlined in Army Regulation 700-138 calling for the "Commander," or government representative, to review, sign, and submit the form reporting the readiness rates. However, the contractor—not the U.S. military commander or government representative—signed the forms it submitted to NSRWA.

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<sup>31</sup>Army Regulation 700-138 defines fully mission capable as "a status condition where fully operational equipment or systems are safe and correctly configured as designated by the U.S. Army. Equipment is fully mission capable when it can perform all of its combat missions without endangering the lives of crew or operators."

<sup>32</sup>A "monthly period" runs from the 16<sup>th</sup> day of a month to the 15<sup>th</sup> day of the following month.

**Figure 2 - Contractor Air Interdiction Unit (AIU)/Special Mission Wing (SMW) Fleet Data Versus Army Regulation (AR) 700-138 (in percent)**



Note: Data based on SIGAR analysis of Army Regulation 700-138 and Department of Army Form 1352, which reports monthly Army aircraft status. Fully mission capable rates depict aircraft in which fully operational equipment or systems are safe and correctly configured as designated by the U.S. Army.

Sources: SIGAR analysis of Northrop Grumman data and U.S. Army Regulation 700-138.

The performance work statement for task order 20 also requires Northrop Grumman to provide aircraft maintenance, flight training, and operational support for SMW missions.<sup>33</sup> The performance work statement describes the types of training required, but does not identify measureable outcomes to determine if the training achieves results. For example, section 3.4 of the task order states, “Contractor instructor pilots shall be responsible for leading, training and advising student pilots progressively to full mission qualification across all country unique terrain and weather conditions.” However, there are no measurements or timelines for these outcomes. Section 3.4 contains flight training requirements and states that Northrop Grumman’s instructor pilots “shall provide hands on training in the configuring of the aircraft for missions... [and]...visually and orally discuss/summarize tactics, techniques and procedures,” but does not identify metrics to assess whether the training is achieving results. In October 2012, Northrop Grumman contractors stated night vision goggle training had only recently been added to task order 20, even though this type of training had been a program goal for some time and had not been executed. As discussed earlier in this report, delays in this type of training will impact the number and experience of SMW pilots available to fly these types of missions. Similarly, task order 32 performance work statement describes the contractor’s—Lockheed Martin’s—duties and identifies deliverables such as progress reports and a management plan, but it does not provide specific measures of the quality of services.

<sup>33</sup>A performance work statement for performance-based acquisitions describes the required results in clear, specific, and objective terms with measurable outcomes.

## DOD Oversight of Contractor Performance under Task Orders Was Limited

NSRWA Contracting Division is responsible for overseeing contractor work on the task orders, including fleet readiness reporting. With better oversight, an NSRWA contracting officer representative (COR) might have identified Northrop Grumman's failure to calculate the correct fleet readiness, provided decision-makers with accurate data, and evaluated Northrop Grumman more effectively. The contracting officer responsible for these task orders is responsible for deciding the need for an individual(s) to serve as an authorized representative for purposes of monitoring the technical or administrative aspects of contractor performance during the life-cycle of a contract. Contracting officers must delegate specific authorities to a COR to perform the functions needed to ensure the contractor provides quality products and services, in accordance with their contracts.

In March 2011, the contracting officer for task orders 20 and 32 appointed the current COR to monitor the contractors. According to the COR's appointment letter, the COR must keep the Contracting Officer, "...fully informed of any technical or contractual difficulties encountered during performance," and "assure the KO [contracting officer] that the contractor is performing the technical requirements of the contract/task order in accordance with contract terms, conditions, and specifications." The appointment letter further states the COR should, "implement government contract quality assurance actions in accordance with the Federal Acquisition Regulation... and the task order quality assurance surveillance plan." The letter notes that the COR must "observe, monitor, and assess the contractor's performance under the terms of the contract/task order," and "perform routine inspections of the contractors' work products and deliverables," which requires the COR to have a regular presence at the place of performance.

The principle COR<sup>34</sup> for task orders 20 and 32 (also responsible for at least seven other task orders) works from Redstone Arsenal in Huntsville, Alabama. The COR stated he relies on the contractor's deliverables and teleconferences to oversee performance. Based upon the duties assigned in the COR's appointment letter, the COR cannot properly execute the oversight responsibilities outlined in his appointment letter from Alabama. For example, the COR cannot observe contractor work or perform inspections. Northrop Grumman officials stated that an in-country COR would be useful for providing feedback to the contractors regarding their performance. The contractors also stated that NSRWA did not have awareness of security threats to the contractors, whose camp is located near the airport, and the effect security threats have on the contractor's ability to perform.

To demonstrate evaluation of contractor performance, NSRWA provided us with a document called "Contractor's Quarterly Interim Progress Report," dated November 22, 2011. However, this report only evaluates one quarter for one task order, and NSRWA has not completed any additional evaluations. The completed report evaluates Lockheed Martin's performance on task order 32 for the period of August 2011 through October 2011. The evaluator rated the contractor's performance as satisfactory, or better, in all categories. However, the report does not include the name of the evaluator—so it is not clear that it was prepared by an authorized official—and the evaluation did not provide any quantitative measures and is not tied to a quality assurance surveillance plan.

To help ensure some Afghanistan-based oversight of these task orders, NSRWA deployed representatives in 2012 to Afghanistan, but these representatives were not formally appointed with specific oversight responsibilities. For example, when we visited the SMW in October and November 2012, one NSRWA "liaison" was present, but the liaison did not have any formal oversight responsibilities for the task orders. When we met with NSRWA in January, a senior program management official stated that NSRWA was taking action to improve oversight. The NSRWA liaison in Kabul was appointed as a COR for task orders 20 and 32 in December 2012, and a second individual was appointed as a COR on task order 20 in the same month.

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<sup>34</sup>NSRWA Contracting Division appointed two additional CORs for task order 20 in Afghanistan in December 2012.

Although NSRWA contracting presence in Afghanistan has recently increased, senior contractor officials and a senior official at DCOM-SOF expressed concerns that the real authority continues to reside in Huntsville.<sup>35</sup>

## Task Orders Lack Appropriate Quality Assurance Surveillance Plans

The Federal Acquisition Regulation and the Defense Federal Acquisition Regulation Supplement require agencies to develop and manage a systematic, cost-effective quality assurance program to ensure that contract performance conforms to specified requirements.<sup>36</sup> These regulations also require that the government conduct quality assurance “at such times (including any stage of manufacture or performance of services) and places (including subcontractors’ plants) as may be necessary to determine that the supplies or services conform to contract requirements.” Quality assurance surveillance plans should be prepared in conjunction with the statement of work. The plans should specify (1) all work requiring surveillance and (2) the method of surveillance.

Task orders 20 and 32 do not have quality assurance surveillance plans. Each task order has a performance requirements summary in the form of a matrix. However, these matrices, which are appended to the task orders, do not meet the federal requirements to develop a quality assurance surveillance plan. The matrices in the two task orders are identical, suggesting the contracting agency used a template rather than developing individual plans that are specific to each statement of work. These matrices identify four performance objectives, including quality of service, adherence to schedule, cost control, and small business participation; a government representative (an “evaluator”) is responsible for ensuring adherence to the performance requirements.

The Counter Narcoterrorism Technology Program Office, which managed the contracts prior to their transfer to NSRWA, developed a draft of an overall quality assurance surveillance plan or master plan, which was to be used in the development of unique surveillance plans for task orders. The master plan provides direction on developing the elements of the task order’s unique plans. However, the master plan is a draft and was not officially approved as recommended by the DOD Office of Inspector General in 2009.<sup>37</sup> In addition, a document titled “Task Order Surveillance Approach” for task order 20 provides some information, such as location of inspections; however, this document was never incorporated into the task order. Also, the performance requirements summaries do not conform to the U.S. Army Contracting Command’s elements of a good performance requirement summary, and the performance indicators are not sufficiently measurable as defined in the Federal Acquisition Regulation 37.603 to identify the following: key performance indicators requiring surveillance, when the COR will inspect and how surveillance will be conducted, and the method used to assess whether performance objectives are being met. The COR for task orders 20 and 32 acknowledged that the task orders do not contain quality assurance surveillance plans, but the COR stated that he is preparing quality assurance surveillance plans.

The objective of contract surveillance is to monitor contractor performance and ensure the services received are consistent with contract quality requirements and received in a timely manner. Without well-written plans, the contracting officer cannot effectively evaluate the contractor performance when deciding to execute the option years. In addition, the U.S. may not receive the best benefit of maintenance and logistics services

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<sup>35</sup>The U.S. Army Aviation and Missile Command’s Aviation/Missile Resource Assessment and Analysis team completed an assessment of SMW contract oversight, as well as SMW operational issues. The assessment provided multiple recommendations, and senior officials stated they will travel to Kabul in March 2013 and be on the ground for 60 days in an effort to reshape the NSRWA support and oversight of the task orders.

<sup>36</sup>Defense Federal Acquisition Regulation Supplement, subpart 246.1 and Federal Acquisition Regulation, part 46.401 (a).

<sup>37</sup>*Contracts Supporting the DOD Counter Narcoterrorism Technology Program Office*, Report D-2009-109, 9/25/2009, pgs. 24-25.



provided if the need for process improvements are not quickly identified. Substandard contractor performance may also adversely impact the SMW's development and mission goals if pilots and mechanics do not receive effective training.

## Ongoing Maintenance and Logistics Support May Be Disrupted

The original period of performance for task order 20, including option years, was September 2008 through August 2012, and the original period of performance for task order 32 was September 2009 through August 2012. However, through multiple task order modifications, DOD extended the period of performance for task order 20 through September 30, 2013, and the period of performance for task order 32 through August 23, 2013.<sup>38</sup> According to DCOM-SOF leadership, in November 2012, responsible U.S. military personnel in Afghanistan drafted and submitted to NSRWA a follow-on performance work statement for a new contract vehicle to provide similar support and replace the existing task orders.

However, NSRWA has not issued a request for proposal to award a new contract or task order to replace the expiring task orders 20 and 32. A senior NSRWA program management official stated NSRWA plans to award a new contract in the summer of 2013. According to this official, the new contract may promote efficiency by combining task orders 20 and 32 into a single task order to promote transparency and streamline processes. The new contract is expected to cover both the PC-12s and Mi-17s.

ETT and contractor personnel stated that a 90-day transition period between contractors is desirable to allow overlap and continuity of operations. However, because NSRWA has not yet issued or taken meaningful action to issue a new contract for the expiring support of task orders 20 and 32, there is concern that ongoing operations and/or support may be interrupted.

## CONCLUSION

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Combating the narcotics trade and terrorism is the central mission of the ANA Special Operations Forces. In July 2012, the Afghan government commissioned the SMW to provide critical air support for counternarcotics and counterterrorism operations in Afghanistan. Since then, DOD has obligated nearly \$122 million to develop the SMW, awarded \$771.8 million more to purchase 48 new aircraft, and plans to spend hundreds of millions more for oversight, maintenance, training, and logistical support. This is a massive financial investment in the SMW, given that the Afghans have not yet agreed to NTM-A's concept for reorganization within the Afghan government to support the SMW and given the lack of planning to transfer critical maintenance and logistics functions to the Afghans. We question the wisdom of moving ahead with the provision of 30 new Mi-17s and 18 PC-12s unless these issues are properly addressed. We believe that the purchase and delivery of the aircraft should be contingent on the SMW's achievement of personnel and maintenance and logistics support milestones and indications that the SMW has the capacity to execute its mission and operate and maintain its fleet. Without an effective support structure, U.S.-funded SMW aircraft could be left sitting on runways in Afghanistan, rather than supporting critical missions, resulting in waste of U.S. funds.

Regarding ongoing DOD contractor support for the SMW, without well-written task orders to provide maintenance, logistics, and supply order services, and without effective oversight of those task orders, DOD's ongoing financial investment in the SMW is also at risk. The lack of an effective quality assurance surveillance plan and adequate performance metrics increases the risk that contractors will underperform when providing

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<sup>38</sup>Multiple DOD organizations had responsibility for executing each task order since they were first signed, including Counter Narco-Terrorism Technology Program Office and now NSRWA. Each of these DOD organizations executed task order modifications extending the periods of performance. According to the U.S. Army Contracting Command, task orders 20 and 32 cannot be extended beyond the current performance period without an additional sole source justification.



these support services, including training of Afghans, which could result in wasted funds. If contractors fail to provide an effective level of maintenance or fail to order the right parts and supplies in a timely manner, the SMW may experience grounded aircraft that will undermine the Afghans' ability to execute counternarcotics and counterterrorism missions, which in turn adversely impacts stability and the security environment in the country.

## RECOMMENDATIONS

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To justify DOD purchases of new aircraft for the SMW, SIGAR recommends that the Under Secretary of Defense for Acquisition, Technology, and Logistics:

1. **Suspend all activity under the contracts awarded for the 48 new aircraft for the SMW until the memorandum of understanding between MOI and MOD is completed and signed.**
2. **Provided the memorandum of understanding between the MOI and MOD is completed and signed, set clear personnel and maintenance and logistics support milestones for the SMW and tie the acquisition and delivery of the new aircraft to successful completion of these milestones.**

To improve Afghan sustainment of maintenance and logistics management for the SMW as the U.S. departs, SIGAR recommends that NSRWA and the Commander of DCOM-SOF jointly:

3. **Develop a plan for transferring maintenance and logistics management, including procurement of spare parts, to the Afghans. As part of the plan, develop appropriate performance metrics to measure contractor performance and appropriate milestones.**
4. **Incorporate the performance metrics and milestones into a proposed statement of work for the new maintenance and logistics contracting action.**

To strengthen contractor performance on logistics, SIGAR recommends that the Commander of Army Contracting Command direct NSRWA Contracting Division to:

5. **Modify task orders 20 and 32 to incorporate performance metrics and appropriate quality assurance surveillance plans.**
6. **Ensure that any new contract/task order contains these metrics and plans.**
7. **Deploy contracting officer representatives to Afghanistan with the appropriate level of authority and the requisite experience to effectively oversee contractor support for the SMW.**

## AGENCY COMMENTS

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SIGAR received written comments on a draft of this report from the Office of the Secretary of Defense (OSD), NTM-A/CSTC-A, NSRWA, and the U.S. Army Material Command. We made revisions to the report, as appropriate.

OSD and NTM-A/CSTC-A did not concur with our first recommendation. One of their reasons for disagreeing with the recommendation was that they have already awarded contracts for the aircraft. However, while the contract for the 18 PC-12 fixed wing aircraft had already been awarded when these entities received our draft report,<sup>39</sup> DOD had not yet awarded the contract to Rosoboronexport for the 30 Mi-17 rotary wing

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<sup>39</sup> This was noted in both our draft and final reports.

aircraft. The draft recommendation, therefore, was for DOD to suspend plans to purchase additional aircraft. We consider it unfortunate that DOD went forward with these plans in light of the significant problems we identified in our draft report.

Other reasons OSD and NTM-A/CSTC-A disagreed with our first recommendation were that: (1) delaying contract awards would unacceptably delay efforts to develop the SMW into a capable force; and (2) ISAF is currently engaged with the Afghan government to finalize a charter that would accomplish the purposes of the memorandum. However, our work shows that the impediments to developing the SMW into a capable force are not related to the timing of contracting actions, but rather to significant challenges in recruiting and training. A formal agreement between the MOI and MOD would address many of these problems, and we are encouraged that ISAF is taking steps to finalize a charter. Nevertheless, until such an agreement is reached, we maintain that DOD should not acquire or deliver the new aircraft to the SMW.

OSD concurred with the other six recommendations and stated that appropriate DOD stakeholders are already taking action to implement them and mitigate the risks discussed in the audit report. NTM-A/CSTC-A also concurred with these six recommendations and identified ongoing or planned actions to implement them. OSD and NTM-A/CSTC-A's comments and our responses to them are presented in appendix V.

NSRWA concurred with the two recommendations directed to it, and the U.S. Army Materiel Command concurred with the three recommendations that were directed to it. Both NSRWA and the U.S. Army Materiel Command identified ongoing or planned actions to implement our recommendations. NSRWA's comments are presented in appendix VI. We did not reproduce comments from the U.S. Army Materiel Command because the command labeled its comments as "For Official Use Only."

## APPENDIX I - SCOPE AND METHODOLOGY

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In July 2012, SIGAR initiated an audit of U.S. support for the Afghan Special Mission Wing (SMW). This audit identifies (1) the extent to which the SMW has the capacity to independently perform its mission; and (2) the effectiveness of U.S. government oversight of contracts/task orders to provide support to the SMW. We reviewed aircraft daily status reports for the period November 15, 2011, through February 12, 2013.

To assess the extent to which the SMW has the capacity to operate and maintain its current and planned fleet, we reviewed the North Atlantic Treaty Organization Training Mission–Afghanistan’s (NTM-A) concept of operations for the SMW and the RAND study which informed it. We interviewed a U.S. military official who played a major role in developing the concept. We also reviewed the memorandum of understanding that outlined responsibilities to establish the SMW among the Office of the Deputy Assistant Secretary of Defense for Counternarcotics and Global Threats (DASD CN&GT), the Office of the Deputy Commanding General, Special Operations Forces (DCOM-SOF), NTM-A/Combined Security Transition Command – Afghanistan, and the U.S. Drug Enforcement Administration. We reviewed contractor reporting that identified the status and availability of SMW aircraft. We interviewed officials at the SMW embedded training team (ETT), U.S. Department of State, U.S. Drug Enforcement Administration, DASD CN&GT, the Interagency Operations Coordination Center–Afghanistan, and the Combined Joint Interagency Task Force.

SIGAR also reviewed financial information relevant to the proposed purchase of new aircraft for the SMW. We toured the SMW maintenance hangar and warehouse, and we accompanied the SMW on a training flight. We observed an English class for Afghan mechanics. We toured training facilities and observed flight simulator training in the Czech Republic. We interviewed officials at the SMW; DCOM-SOF; the ETT; the Non-Standard Rotary Wing Aircraft (NSRWA) program office; DASD CN&GT; contractors Northrop Grumman and Lockheed Martin; the Afghan Ministry of Interior and the Counternarcotics Police–Afghanistan; Mi-17 flight training contractor Lom Praha; and U.S. Army Aviation and Missile Command.

To assess the effectiveness of U.S. government oversight of two task orders valued at \$772 million to provide ongoing maintenance, logistics, and supply support to the SMW, we selected two key task orders that support maintenance and repairs at the SMW as our focus because of their size and importance to the SMW operations and sustainment. For each task order, we reviewed the base contract, the base task order, and the modifications. We reviewed the task order performance work statements and quality assurance surveillance plans. We analyzed agency internal control processes including the invoice review and payment process, as well as processes to oversee contractor operations. We reviewed contracting officer representative appointment letters. We interviewed officials at NSRWA Contracting Division, DCOM-SOF, the Counter-Narcoterrorism Technology Program Office, the Defense Contracting Audit Agency, the Defense Contract Management Agency, Northrop Grumman, Lockheed Martin, ARMA, and U.S. Army Aviation and Missile Command.

We reviewed NSRWA Contracting Division internal controls as they relate to monitoring and evaluation of U.S. contractors executing the two task orders in Kabul. We found that task orders lacked adequate performance metrics and quality assurance surveillance plans with which to effectively evaluate contractor performance. We also found that NSRWA Contracting Division did not have adequate oversight of the contractors on the ground in Afghanistan. We discuss these control deficiencies in the body of our report.

We relied on aircraft mission capable rate data compiled and reported by a U.S. contractor. We noted that the validity and reliability of the data were limited by the fact that the contractor self-reported, and there was no evidence of U.S. government review of the data. To accomplish our objectives, we reviewed relevant guidance, including the Federal Acquisition Regulation and section 1277 of the fiscal year 2013 National Defense Authorization Act. We did not use computer-processed information and therefore did not assess its reliability.

We conducted our audit work in Kabul and Kandahar, Afghanistan; Pardubice, Ostrava, and Vyskov, the Czech Republic; Huntsville and Fort Rucker, Alabama; Patrick Air Force Base, Florida; Fort Bragg, North Carolina; Dahlgren and Manassas, Virginia; and Washington, D.C., from July 2012 to March 2013, in accordance with generally accepted government auditing standards. Those standards require that we plan and perform the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for our findings and conclusions based on our audit objectives. We believe that the evidence obtained provides a reasonable basis for our findings and conclusions based on our audit objectives. This audit was performed by SIGAR under the authority of Public Law 110-181, as amended, and the Inspector General Act of 1978, as amended.

## APPENDIX II - STATUS OF CURRENT MI-17 FLEET

The SMW currently controls 30 Mi-17s. Of the 20 used aircraft, 13 were obtained from the United States, 5 were from the United Kingdom (5), and 2 were from Germany. Ten new aircraft are on loan from the Afghan Air Force. According to ETT leadership, no loan terms are specified, and it is not known if the new Mi-17s will be returned to the Afghan Air Force.

The status of each Special Mission Wing Mi-17 aircraft in the current fleet is identified in Table I.

**Table I - Status of Special Mission Wing Mi-17 Aircraft, as of February 12, 2013.**

Aircraft Status <sup>a</sup>	Current Location <sup>a</sup>	Source	Tail #	Age (years) <sup>b</sup>
Fully Mission Capable <sup>c</sup>	Afghanistan	Purchased, U.S. Department of Defense (DOD), Counternarcotics Funding	609	21
			185	18
		Donated, Germany	102	8
		Loan, Afghan Air Force <sup>d</sup>	716	1+
			717	1+
			718	1+
			719	1+
			720	1+
			721	1+
			722	1+
			729	1+
Not Mission Capable Maintenance <sup>e</sup>	Afghanistan	Loan, Afghan Air Force <sup>d</sup>	731	1+
Waiting or Undergoing Depot Maintenance	Afghanistan	Purchased, DOD, Counternarcotics Funding	291	30
		Donated, Germany	101	20
		Donated, United Kingdom	805	28
			041	27
			233	26
		Loan, Afghan Air Force <sup>d</sup>	311	25
			730	1+
	Slovakia	Donated, United Kingdom	303	27
	United Arab Emirates	Purchased, DOD, Counternarcotics Funding	447	29
			510	29
			355	21
			930	20
			076	19
Waiting Disposition <sup>f</sup>	Germany	Procured, U.S. Army	501	30
		Purchased, DOD, Counternarcotics Funding	505	27
			506	23
	Slovakia	Procured, U.S. Army	503	24
			502	21

Aircraft Status <sup>a</sup>	Current Location <sup>a</sup>	Source	Tail #	Age (years) <sup>b</sup>
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Source: SIGAR analysis of Office of the Deputy Commanding General Special Operations Forces data.

Notes: <sup>a</sup> Status and current location of aircraft as of 2/12/2013. <sup>b</sup> Age of aircraft as of 10/21/2012. <sup>c</sup> Blue shading indicates aircraft in which fully operational equipment or systems are safe and correctly configured as designated by the U.S. Army. <sup>d</sup> Gray shading indicates aircraft indefinitely on loan from the Afghan Air Force. <sup>e</sup> Aircraft not capable of performing assigned missions because of maintenance requirements. <sup>f</sup> Aircraft that have crashed or are otherwise unserviceable and waiting inspection and disposition instructions.

## APPENDIX III - ORGANIZATIONS SUPPORTING THE SPECIAL MISSION WING

Table II shows the organizations currently supporting the (SMW, as well as the mission of those organizations and their relationship with the SMW.

**Table II - Organizations Currently Supporting the SMW**

Organization	Mission	Relationship with SMW
North Atlantic Treaty Organization (NATO) Training Mission-Afghanistan (NTM-A)/Combined Security Transition Command-Afghanistan	Jointly support the Afghan government in generating and sustaining the Afghan National Security Force, developing leaders, and establishing enduring institutional capacity to enable accountable, Afghan-led security.	<ul style="list-style-type: none"> <li>• training oversight</li> <li>• equipping</li> </ul>
Office of the Deputy Commanding General Special Operations Forces	The NTM-A executive responsible for developing, training and supporting the establishment of the Afghan National Army Special Operations Command (ANASOC) and its subordinate units.	<ul style="list-style-type: none"> <li>• Oversight of overall development of the SMW</li> <li>• oversight of aviation asset distribution to ensure the SMW has the capacity to conduct counternarcotics, counterterrorism, and special operations force missions</li> <li>• coordinate the transition to all-Afghan crews for operational missions</li> <li>• operational oversight and supervision of the Embedded Training Team (ETT)</li> </ul>
Embedded Training Team	Train, advise, and assist the SMW in order to provide an enduring counterterrorism/narcotics special operations aviation capability in support of Afghan national interests.	<ul style="list-style-type: none"> <li>• partners with SMW Afghans and supervises training in Kabul</li> </ul>
Afghan National Army Special Operations Command	Established July 2012 to organize, man, train, lead, and equip Afghan National Army Special Operations Forces and to provide responsive and decisive action in support of Afghan Government security objectives.	<ul style="list-style-type: none"> <li>• operational oversight</li> </ul>



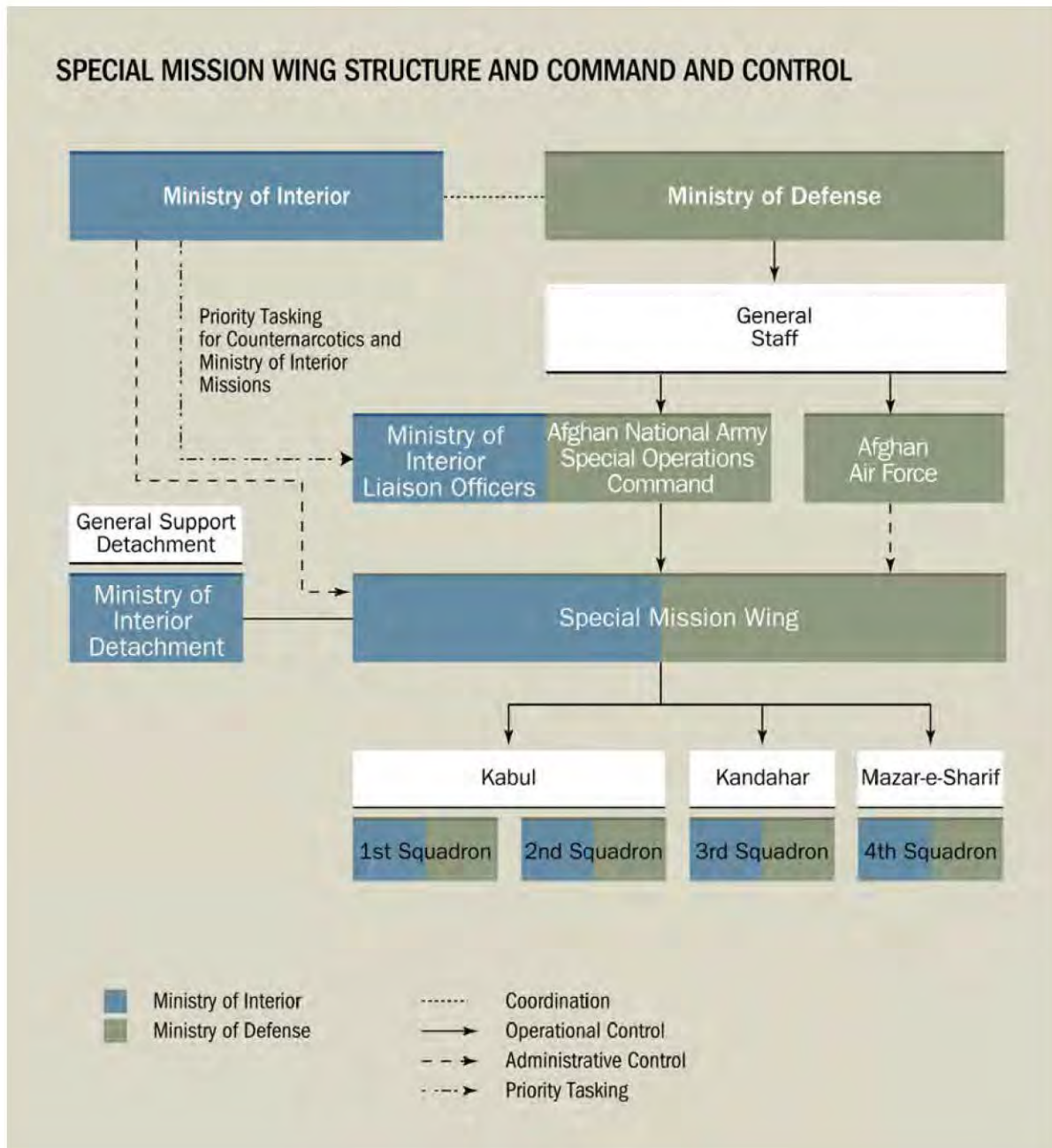
Deputy Assistant Secretary of Defense for Counternarcotics and Global Threats	Provides management oversight to ensure that counternarcotics funds are used to support DOD goals and in compliance with applicable law. The office manages the counternarcotics Central Transfer Account, a single U.S. budget line-item that funds DOD counternarcotics requirements (except active duty military pay and service operations tempo).	<ul style="list-style-type: none"> <li>• policy and resource planning oversight</li> <li>• counternarcotics operations and activities funding</li> <li>• provides funding for initial flight training for some SMW pilots</li> </ul>
Program Management Non-Standard Rotary Wing Aircraft (PM-NSRWA) Office	PM-NSRWA was established July 2010 in Huntsville, Alabama to procure, field, and sustain non-standard rotary wing aircraft for the U.S. and allied countries. NSRWA Contracting Division falls under Army Contracting Command-Redstone. NSRWA is located at Redstone Arsenal in Huntsville, Alabama.	<ul style="list-style-type: none"> <li>• Mi-17 procurement and program management services</li> <li>• internal contracting division: contract management services and oversight of U.S. contractors supporting the SMW in Afghanistan</li> </ul>
U.S. Drug Enforcement Administration	Coordinates with federal, state, and local agencies, and with foreign governments, in drug eradication programs, crop substitution, and training of foreign officials. Supports counternarcotics missions by moving passengers between bases and providing intelligence, surveillance, and reconnaissance services. As of October 2012, the U.S. Drug Enforcement Administration had 97 positions in Afghanistan	<ul style="list-style-type: none"> <li>• counternarcotics law enforcement expertise</li> <li>• personnel vetting program development</li> <li>• tasking mission support</li> <li>• providing liaison officer and planning support</li> <li>• occasional participation in counternarcotics missions</li> </ul>
U.S. Department of State Bureau of International Narcotics and Law Enforcement Affairs, Office of Aviation	Provides aviation support necessary for the establishment and operation of air operations in support of the Chief of Mission in Kabul, Afghanistan.	<ul style="list-style-type: none"> <li>• counternarcotics missions air support, as available/as needed</li> </ul>

Sources: SIGAR analysis of NTM-A, DOD, State, and Drug Enforcement Administration data

## APPENDIX IV - SPECIAL MISSION WING STRUCTURE AND COMMAND AND CONTROL

The SMW's current organizational command structure is explained in Figure I.

Figure I - Special Mission Wing Organization and Command Structure



Source: SIGAR analysis of DCOM-SOF data.

## APPENDIX V - COMMENTS FROM THE OFFICE OF THE SECRETARY OF DEFENSE AND THE NORTH ATLANTIC TREATY ORGANIZATION TRAINING MISSION- AFGHANISTAN/COMBINED SECURITY TRANSITION COMMAND-AFGHANISTAN AND SIGAR'S RESPONSE



### OFFICE OF THE ASSISTANT SECRETARY OF DEFENSE

2700 DEFENSE PENTAGON  
WASHINGTON, DC 20301-2700

Mr. John Sopko  
Special Inspector General for Afghanistan Reconstruction  
1550 Crystal City, Suite 900  
Arlington, VA 22202

21 June 2013

Mr. Sopko:

This is the Department of Defense response to Special Inspector General for Afghanistan Reconstruction Draft Audit 13-13, "Afghan Special Mission Wing: DoD Plans to Spend \$908 Million to Build Air Wing that the Afghans Cannot Operate and Maintain."

The U.S. strategic objective in Afghanistan is to ensure it will never again be used as a staging area for terrorist attacks against the United States. Developing the capabilities of the Afghan defense forces is critical to this objective. The Department appreciates the important role SIGAR plays in conducting oversight of our programs in developing the Afghan forces to ensure we are supporting this objective.

The first recommendation—that the Department should suspend plans to purchase the 48 new aircraft for the Special Mission Wing (SMW) until and unless the memorandum of agreement between the Afghan Ministries of Defense and Interior is completed and signed—would not be in our national interest. Delaying contract award pending agreement between the ministries on transition of SMW administrative control would unacceptably delay our efforts to develop the SMW into a capable force. ISAF is currently engaged with GIRoA on an Afghan Air Force charter to accomplish the purposes of the MOU. Further, the contract for the PC-12s was signed on October 13th, 2012, and the contract for the Mi-17s was finalized on June 16th, 2013.

Comment 1

Comment 2

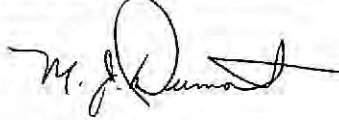
The Department concurs with the other six recommendations. Comments from NATO Training Mission-Afghanistan/Combined Security Transition Command-Afghanistan are enclosed with this memorandum. Organizations directed in the draft audit to respond have submitted their responses directly to SIGAR.

DoD acknowledges the significant challenges outlined in the audit; however, its title is misleading. The SMW was formally established less than a year ago and sustainment efforts, including training, are presently underway. Delivery of the aircraft in question will take place over the next eighteen months. This will include training on how to operate and maintain the aircraft and associated equipment.

The implementation of recommendations 2 through 7, which appropriate DoD stakeholders are already pursuing, will mitigate the risks discussed in the audit report.



Thank you for the opportunity to comment on this draft report. Please direct any questions or comments to Captain Donna J. Buono, U.S. Army, at [REDACTED].

A handwritten signature in black ink, appearing to read "M. J. Dumont", with a stylized flourish at the end.

MICHAEL J. DUMONT  
Deputy Assistant Secretary of Defense  
Afghanistan, Pakistan & Central Asia

Enclosures:  
As stated



REPLY TO  
ATTENTION OF  
NTM-A/CSTC-A

HEADQUARTERS  
NATO TRAINING MISSION - AFGHANISTAN  
COMBINED SECURITY TRANSITION COMMAND - AFGHANISTAN  
KABUL, AFGHANISTAN  
APO AE 09356

24 JUN 2013

MEMORANDUM THRU United States Forces - Afghanistan (CJIG), APO AE 09356  
United States Central Command (CCIG), MacDill AFB, FL 33621

FOR: Office of the Special Inspector General for Afghanistan Reconstruction  
2530 Crystal Drive, Arlington, VA 22202

SUBJECT: NTM-A/CSTC-A and NSOCC-A response to the Draft Report "Afghan Special Mission  
Wing: DOD Plans to Spend \$908 Million to Build Air Wing that the Afghans Cannot  
Operate and Maintain" (Report No. SIGAR-Audit-13-13)

REFERENCE: SIGAR Draft Report, dated JUN 2013, Office of the Special Inspector General for  
Afghanistan Reconstruction (SIGAR).

1. The purpose of this memorandum is to provide responses to SIGAR's draft report.
2. Point of contact for this action is COL Allen Chappell at [REDACTED], or via e-mail at [REDACTED].

  
KENNETH E. TOVO  
Lieutenant General, US Army  
Commanding General

Enclosure:  
NTM-A/CSTC-A/NSOCC-A Response to Draft Report





HEADQUARTERS  
NATO SPECIAL OPERATION COMPONENT COMMAND-AFGHANISTAN  
SPECIAL OPERATIONS JOINT TASK FORCE-AFGHANISTAN  
KABUL, AFGHANISTAN  
APO AE 09320

REPLY TO  
ATTENTION OF:

24 JUNE 2013

FROM NTM-A/CSTC-A and NSOCC-A/SOJTF

MEMORANDUM FOR SPECIAL INSPECTOR GENERAL FOR AFGHANISTAN  
RECONSTRUCTION (SIGAR)

SUBJECT: Comments and Recommendations for SIGAR Report 13-13, SMW

1. This memorandum describes the seven recommendations from the SIGAR Report 13-13 and Air Mobility's concurrence on each recommendation.

2. To justify DoD purchases of new aircraft, SIGAR recommends that the Under Secretary of Defense for Acquisition, Technology, and Logistics:

(1) Suspend plans to purchase 48 new aircraft for the SMW until and unless the memorandum of understanding (MOU) between MoI and MoD is completed and signed.

**NON-CONCUR.**

- ISAF is currently fully engaged with GIRoA/POA on an Afghan Air Force Charter that will accomplish the purposes of the MOU.
- Air Mobility & DCOM-Air have engaged MoD CoS and received commitment on 3 Jun 13 to provide 13 FW pilots and establish a solid training pipeline for AAF.
- Out of the 48 aircraft mentioned in the report, 18 (PC-12s) are on contract with delivery commencing Sep 13. The remaining 30 (Mi-17s) are on contract with delivery beginning Dec 13. All funds are FY12 ASFF. Cancellation at this time is not feasible.

Comment 1

(2) Provided the MOU between the MoI and MoD is completed and signed, set clear personnel and maintenance and logistics support milestones for the SMW and tie the acquisition and delivery of the new aircraft to successful completion of these milestones.

**CONCUR**

- Once the MOU is signed, personnel recruiting milestones can be set and programmed to follow aircraft delivery. The MoD General's Staff must follow through on increasing recruiting and pilot selection.

(3) Develop a plan for transferring maintenance and logistics management, including procurement of spare parts, to the Afghans. As part of the plan, develop appropriate performance metrics to measure contractor performance and appropriate milestones.

**CONCUR**

- Recommendations provided to PMNSRW to have maintenance and logistics metrics included in new CLS contract.
- Currently waiting review of final PWS.

(4) Incorporate the performance metrics and milestones into a proposed statement of work for the new maintenance and logistics contract action. **CONCUR**

- Made recommendation to PMNSRW to have performance metrics included in new CLS contract
- Currently waiting review of final PWS

(5) Modify task orders 20 and 32 to incorporate performance metrics and appropriate quality assurance surveillance plans. **CONCUR (with comment)**

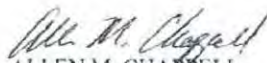
- Agree with the concept of including performance metrics to T.O. 20 & 32, however this effort would take approx 90 days and there is not enough time left on the task orders to modify (T.O. 32 ends on 23 Aug; T.O. 20 ends on 30 Sep).

(6) Ensure that the new contract/task order contains these metrics and plans. **CONCUR**

- Have made recommendations to PMNSRW for new CLS contract to include such metrics
- Currently waiting review of final PWS

(7) Deploy Contracting Officer Representatives (COR) to Afghanistan with the appropriate level of authority and the requisite experience to effectively oversee contractor support for the SMW. **CONCUR**

- A COR is has been on-site with the ETT since April 2013



ALLEN M. CHAPPELL  
COL, SF  
NSOCC-A/CSTC-A SOF Cell Director

Attachments:

1. SMW Capability Growth Chart



## SIGAR's Response

1. SIGAR's draft report recommended that DOD suspend plans to purchase the additional aircraft for the SMW. Unfortunately, after receiving this draft report, DOD awarded the \$553.8 million contract modification to Rosoboronexport for the 30 Mi-17 helicopters. We are disappointed by this decision and continue to question the wisdom of this contract action. We have, therefore, revised our recommendation to urge DOD to suspend all activity under these two contract awards until the memorandum of understanding is signed between the MOI and MOD.
2. We disagree that delaying the acquisition and delivery of aircraft would also delay efforts to develop the SMW into a capable force. Our work shows that the impediments to developing the SMW are recruiting and training challenges, many of them driven by the absence of a formal agreement between the MOD and the MOI. We are encouraged by ISAF's efforts to develop an Afghan Air Force charter with the Afghan government. Under the terms of our recommendation, acquisition and delivery of additional aircraft for the SMW could proceed upon successful completion of this charter.

## APPENDIX VI - COMMENTS FROM THE NON-STANDARD ROTARY WING AIRCRAFT PROJECT OFFICE

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REPLY TO  
ATTENTION OF

DEPARTMENT OF THE ARMY  
PROGRAM EXECUTIVE OFFICE, AVIATION  
NON-STANDARD ROTARY WING AIRCRAFT PROJECT OFFICE  
215 WYNN DRIVE, SUITE 201  
HUNTSVILLE, AL 35895-1944

SFAE-AV-NS

19 June 2013


MEMORANDUM FOR Assistant Inspector General for Audits and Investigations, Special Inspector General for Afghanistan Reconstruction (SIGAR), 1550 Crystal City, Suite 900, Arlington, VA 22202

Subject: Special Inspector General for Afghanistan Reconstruction (SIGAR) Draft Audit 13-13, Afghan Special Mission Wing: DOD Plans to Spend \$908 Million to Build Air Wing that the Afghans Cannot Operate or Maintain

1. The subject report makes recommendations to the Non-Standard Rotary Wing Aircraft (NSRWA) Project Management Office (PMO) to improve the Afghan sustainment of maintenance and logistics management:

- a. #3 – Concur with Recommendation: The NSRWA PMO has developed performance metrics and milestones to improve the overall sustainment posture of the Afghan rotary wing aviation fleet. DCOM SOF is currently refining plans for transfer and transition to the Afghans. Once the plan is finalized, the NSRWA PMO, working in concert with DCOM SOF will adjust the performance metrics and milestones to accommodate any proposed transition scenario.
- b. #4 – Concur with Recommendation: Once the DCOM SOF transition plan is approved, the NSRWA PMO will work with ACC-R to incorporate the milestones and performance metrics (recommendation #3) by contract amendment/modification into the new contract.

2. Point of Contact for this memorandum is Mr. David Pinckley, [REDACTED]

  
KELVIN NUNN  
Project Manager (A), Non-Standard  
Rotary Wing Aircraft Project Office

## APPENDIX VIII - ACKNOWLEDGMENTS

---

Matt Dove, Senior Audit Manager

Stoughton Farnham, Senior Auditor

Jerome Goehring, Auditor

Parker Laite, Senior Program Analyst

William Shimp, Senior Auditor

This audit report was conducted under  
project code SIGAR-064A.

## SIGAR's Mission

The mission of the Special Inspector General for Afghanistan Reconstruction (SIGAR) is to enhance oversight of programs for the reconstruction of Afghanistan by conducting independent and objective audits, inspections, and investigations on the use of taxpayer dollars and related funds. SIGAR works to provide accurate and balanced information, evaluations, analysis, and recommendations to help the U.S. Congress, U.S. agencies, and other decision-makers to make informed oversight, policy, and funding decisions to:

- improve effectiveness of the overall reconstruction strategy and its component programs;
- improve management and accountability over funds administered by U.S. and Afghan agencies and their contractors;
- improve contracting and contract management processes;
- prevent fraud, waste, and abuse; and
- advance U.S. interests in reconstructing Afghanistan.

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- Email: [sigar.pentagon.inv.mbx.hotline@mail.mil](mailto:sigar.pentagon.inv.mbx.hotline@mail.mil)
- Phone Afghanistan: +93 (0) 700-10-7300
- Phone DSN Afghanistan: 318-237-3912 ext. 7303
- Phone International: +1-866-329-8893
- Phone DSN International: 312-664-0378
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## Public Affairs

Public Affairs Officer

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